ERIC Document Resume	See Instruction Sheet	DATE OF RESUME	DATE RECEIVED

A. PUBLICATION DATA

1. ERIC NUMBER	2. ORIGINATOR CONTROL NO(S).	3. IDENTIFICATION NO.	DO NOT WRITE IN SPACE BELOW
ED002687	N.A.	N.A.	

4. AUTHOR(S): N.A.

5. TITLE OF DOCUMENT ABSTRACTED: Meeting Today's Challenge for Employment

6. PUBLICATION TITLE: N.A.

7. EDITOR(S): N.A.

8. PLACE OF ORIGIN: ORG. Employment Security Commission of Arizona, Ariz. ST. State Employment Service, CITY, STATE Tucson, Arizona TELE. EXT INST/LOC CODE

9. PUBLISHER OR SOURCE: Employment Security Commission of Arizona, Ariz. State Employment Service

10. VOL.	11. PAGES	12. MO./YR.	13. TOTAL PP.
N.A.	N.A.	1/65	12

MICROFILM COPY AVAILABLE: YES ☒ NO ☐

COPYRIGHT GRANTED: YES ☐ NO ☒

COPYRIGHT RELEASE FILED: YES ☐ NO ☐

TYPE OF REPORT: PROPOSAL ☐ IN-PROGRESS ☐ FINAL ☒ FOLLOW-UP ☐

OTHER ERIC REFERENCES:

ERIC SATELLITE CODE

B. INDEXING DATA

14. SUBJECT AREA

15. TYPE OF ENDEAVOR: Report

16. INDEXING TERMS (6-12)

economy	employment	minority groups	vocational information	adult education	
Indian	poverty	labor force	Mexican-American	Negro	training
mining	education	manufacturing	agriculture	laws	
			occupation	government	

17. ABSTRACT (MAX. 250 WORDS)

Poverty is linked to the opportunity for and the availability of employment. The impoverished lack the skills, education, flexibility, and mobility required for employment. This is especially true of Arizona's minority groups -- Indians, Negroes, and Mexican-Americans. Competition for jobs not requiring extensive education, and the flood of the postwar baby boom are two factors decreasing opportunity for employment. Occupational shifts in the economy from agriculture and mining to more diversification and manufacturing have caused a need for more skills, knowledge, and abilities. Vocational preparation is insufficient; specialized education and technical training are needed.

Arizona has attempted to deal with the problems of poverty and unemployment by conducting studies, appointing groups to work on problems of manpower resource development, correlating school curriculum to needs, conducting evening and extension courses as well as adult education courses, developing apprenticeship and on-the-job training programs, improving counselors' and vocational instructors' knowledge, cooperating with industry advisory committees, passing laws to deal with such problems, developing new employment opportunities, and providing remedial education. A partnership between the public and private groups at State, county, and local levels in solving the poverty problem isneeded.

ERIC No.

18. SOURCE OF ABSTRACT

C. FUNDING DATA

19. SUPPORTING ORGANIZATION	20. DIVISION OR DEPT.	21. CONTRACT NO. / PROJECT NO.
	22. TOTAL COST OF PROJECT	
	23. DURATION OF PROJECT	U.S. Department of Health, Education, and Welfare Office of Education

ERIC Form 1

ED002687

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MEETING TODAY'S CHALLENGE FOR EMPLOYMENT

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U. S. DEPARTMENT OF HEALTH, EDUCATION AND WELFARE
Office of Education

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JANUARY 1965

THE CENTER FOR CULTURAL STUDIES
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MEETING TODAY'S CHALLENGE FOR EMPLOYMENT

A Presentation by the Arizona State Employment Service
at the
National Conference on Poverty in the Southwest

January 25, 26, 1965

THE BASIC POVERTY CHALLENGE

The basic problem of poverty in Arizona, as elsewhere in the Nation, is directly linked to the opportunity for and the availability of employment. A major solution to the poverty problem lies within the ability and capacity of this State - and this Nation - to adequately prepare its citizenry for employment and to develop the employment opportunities essential to provide individual incomes adequate to meet personal and family needs. This becomes our modern-day challenge for employment.

It is within this area of employment that the Arizona State Employment Service has been engaged in resolving the problems of poverty. Based on more than a quarter of a century of experience, the Arizona State Employment Service believes that the most effective approach in breaking the chain of poverty consists of a two-pronged attack. One side of this attack consists of the vocational preparation of the worker for employment; the other side consists of the development of employment opportunities.

As a Nation, a Region, and a State, there is a growing awareness and a concern for our impoverished citizenry. What we as a Nation are engaged in today to combat poverty through the Economic Opportunity Act, the Vocational Education Act, the Manpower Development and Training Act, the Area Redevelopment Act, and the Public Works Acceleration Act, the Arizona State Employment Service has been actively doing throughout the State in cooperation with the State's communities and its employers since the Agency's establishment by the Arizona legislature in February 1937. Throughout its 28 years of service to Arizona, this Agency has been working with and has served the special employment problems of all segments of the labor force - the handicapped, the veterans, the youth, the older workers, the minority groups, the less-educated, the economically deprived, the culturally deprived - the disadvantaged from all walks of life without regard to an individual's race, his creed, his color, or his national origin.

It should also be noted that the Unemployment Compensation Division, our sister agency in the Employment Security Commission of Arizona, has also been actively engaged through the past 28 years in combating poverty. Their assistance has been in the area of income maintenance for a period up to 26 weeks for the worker covered by Unemployment Insurance who becomes unemployed. This income maintenance is intended to provide the necessities of life during the period between unemployment and the return to employment. Funds for this existing program are available for immediate assistance for the eligible unemployed. There are untold and countless cases that would be suddenly thrown into the cycle of economic deprivation if it were not for the Unemployment Insurance benefits.

CHARACTERISTICS OF THE IMPOVERISHED

What Causes Poverty

Certain groups of workers are particularly handicapped in a technologically oriented society keyed to the fact of change, because they lack either the initial skills and education to adapt to new demands or the mobility and flexibility to adjust to the job changes which occur. These are the disadvantaged workers - the impoverished.

The bulk of the population and labor force in the Arizona economy benefits from growth occurring in the economy. Too frequently, however, the success of the majority in upgrading their work and level of living obscures the misfortunes of the impoverished who fail to prosper in a favorable economic climate, and may suffer near-disaster from every economic breeze. This is especially true of those principal minority groups found in Arizona -- Indian, Negro, and whites with Spanish surname (Mexican-Americans).

Major Poverty Factor is a Lack of Education

Although information is not available on a recurring basis, that which is found in the "Census of Population in 1960" should serve to adequately portray the plight of the disadvantaged worker in Arizona. For the State, the nonwhite population is made up, by-and-large, of Negroes and Indians. In 1960, 14.4 percent of all nonwhites and 7.8 percent of the whites with Spanish surname were unemployed at the time the Census was taken. This compares with an unemployment rate of 5.3 percent found for the total population. These wide differences found in unemployment rates can generally be attributed to two factors. First, the level of educational attainment for Negroes, Indians, and white persons with

Spanish surnames is far below the levels attained for the population as a whole. The median years of school completed for male members of these groups in 1960 are as follows:

Total population	10.6 years
Negro population	6.9 years
Indian population	4.5 years
Whites with Spanish surname	8.4 years

Source: U. S. Census of Population, 1960.

It is apparent from the above data, that the large majority of the impoverished population does not have sufficient education to qualify for those jobs which are most plentiful.

Lack of Employment Causes Poverty

The second factor that contributes to the dilemma of the disadvantaged group members is the keen competition for those jobs that do not require extensive education. Again based on the 1960 Census of Population for Arizona, it is found that of those persons who were classified as laborers, 13.8 percent were unemployed. Other occupational groups that experienced unemployment rates in excess of the State average of 5.3 percent were: farm laborers 7.7 percent; service workers 6.07 percent; private household workers 6.3 percent; and operatives 6.2 percent.

Another group that has contributed significantly to the unemployed ranks are the young workers. According to the 1960 Census of Population, the unemployment rate for those 14-19 years of age was 12.3 percent and for those 20-24 years of age, was 7.6 percent. For the nonwhite population the rate for those 14-19 years was 22.3 percent and 20-24 years -- 19.6 percent. However, unemployment among teenagers is not merely a matter for future economic concern. Included in this group are large numbers of school dropouts. And the lack of qualifying education is probably the one basic factor that keeps many youth among the ranks of the unemployed. Coupled with this factor is the large number of young persons who will be entering the labor force in the immediate future. The great mass of those persons who were a part of the postwar baby boom will be completing college or high school and entering the world of work.

The challenge of employment for ever-growing numbers of the disadvantaged can be met only by approaches that will both enlarge their employment opportunities and improve their preparation for employment.

Vocational preparation, alone, is not sufficient. Training for employment serves no useful purpose if such training is not directed towards the job skills utilized by modern industry and if there are insufficient opportunities for employment. Basic to any program to eliminate poverty is the knowledge of the changes both in the composition and the requirements of the labor sector of our economy and an active healthy economy that encourages business and industrial growth and attracts new firms with new employment potential. The Arizona State Employment Service has been active in all of these areas.

POVERTY AND THE ECONOMY

Before describing what the Arizona State Employment Service has been doing, it is necessary to review the forces which exist in the employment sector of the Arizona economy. The economic realities and dynamics are the basis for the actions that have been taken, the work that is being accomplished today, and the directions to be taken in the future. This discussion will also reveal the occupational shifts which have directly affected the poverty problem.

Occupational Shifts in the Economy

Employment in Arizona has been traditionally expressed in terms of cattle, cotton, copper and climate. Today, although these commodities represent a sizeable portion of the State's income, the number employed in producing them is a small proportion of total employment. The influx of manufacturing, modernization of farming methods, growth of tourism, establishment of Phoenix and Tuscon as distribution centers, and expansion of construction, have changed Arizona from an economy completely dependent upon the primary industries of agriculture and mining to a more diversified, balanced economy.

The nonagricultural sector of the economy has experienced the greatest gains in total employment growth. But it has also experienced the greatest change in terms of occupational structure and the skills, knowledge, and abilities needed for employment.

Let us examine the mining industry first. Contrary to the National trend, Arizona's mining industry has experienced growth. But with this growth has come shifts in the job skills used. The increasing complexity of mine operations, as well as the shift to open-pit extraction methods, has contributed significantly to a shift from the use of semi-skilled mine workers and laborers - jobs formerly held by the less-educated and the unskilled - to a greater need for skilled craftsmen and professional workers.

In construction has come the introduction of new techniques, processes, and material which has done much to increase the output per man-hour in many of the construction trades. This has resulted in the need for fewer workers than were formerly required to construct a building, as well as an alteration in the skill requirements of the craft involved.

The manufacturing industry is becoming increasingly more important as a source of employment in Arizona's economy. In this industry the most rapid gains have been made in the electronics and aerospace sectors which has resulted in marked changes in occupational requirements. It is characteristic of electronics and aerospace firms to need substantial numbers of highly educated engineers, scientific, and technical workers. But throughout manufacturing of all kinds, the increasing use of automated and mechanized production processes has decreased to a very substantial degree, the need for factory workers without specific skills or without at least a high school education.

There have been employment increases in the transportation, communications, and public utilities sectors of the economy. Again technological advances have contributed to new occupational requirements. Automatic dial systems have significantly reduced the demand for telephone operators, automatic controls have reduced the number of generating and distributing operators, and technological advances in data processing have reduced the number of clerical personnel. In fact, technological gains throughout these sectors in almost all occupational categories have brought about a demand for the highly skilled worker and the better educated person.

This same situation also exists in the wholesale and retail trade industries, the service industries, and government. The jobs formerly filled by the semi-skilled, the unskilled, and the less-educated worker are giving way to the vocationally trained and the better educated worker - all due to technological advances resulting in a higher output per man-hour

Agriculture has been undergoing tremendous changes, primarily in the field of mechanization. For example, in 1954 over 46,000 workers were used in the cotton harvest. In 1963, 95 percent of the cotton was harvested by machine, resulting in a substantial employment decline to slightly over 5,700 workers engaged in the harvest activity.

The same thing may eventually happen in other activities such as citrus and lettuce harvests. An experimental lettuce harvester has already been tested satisfactorily and may be commercially produced in the near future. Better trained and more skilled workers will be needed as mechanization advances and technological change continues.

The Economic Future

The future in Arizona's labor picture promises a continuation of present trends and problems.

As established trends continue, some at an accelerating pace, the number of jobs requiring specialized education or technical training beyond high school will increase at a much faster rate than those which require less education. Jobs which primary and secondary school dropouts could find in the past, jobs requiring little technical skill (or skills acquirable while earning a wage at some related unskilled job) are currently hard to find and will be still harder to find in the future. Three portions of the State's work force will be greatly affected by this change of pattern, as they have been in the recent past; the youth (ages 15-19), the "older workers" (defined as age 45 or older), and the less-educated.

Although youthfulness is an asset to a job-seeker it alone is insufficient to qualify for most of the technical occupations which are increasing in number as mechanization and technological process changes occur. These jobs nearly always require some sort of specialized vocational training. A high school diploma is a prerequisite for such training whether it be formal schooling, apprenticeship or on-the-job.

The older worker has experience on his side, and its greatest value is in holding a job. Once he is out of work, he may find that automation and changing technological processes have made his experience of no value or even a handicap when seeking work from a new employer.

Therefore, these shifts in the industrial composition of employment have an impact in terms of skills and educational requirements for workers. There has been a substantial increase in the proportion of jobs classified in professional and technical, clerical, and skilled occupational groups, and a relative decline in the agricultural and unskilled categories. The occupations which have increased in demand most rapidly are also the occupations which require more educational background. There are very few jobs in the professional, technical, clerical, and skilled groups that require less than a high school education.

As a result of these shifts in occupational patterns and skills, Arizona is experiencing a similar problem to that found in the Nation as a whole. That is, while numerous people are unemployed and searching for work, many jobs go unfilled for lack of qualified applicants, jobs which could be performed by the disadvantaged worker if he was equipped to obtain and hold them. What can be done to resolve this paradox? One answer may be through the approach taken by the Arizona State Employment Service.

THE ARIZONA STATE EMPLOYMENT SERVICE ATTACKS POVERTY

Through Developing Trained Work Force

Through participation at both State and local levels with numerous agencies and groups; through research, preparation, and dissemination of occupational and employment information; and through close cooperation with businesses and industries, the Arizona State Employment Service has and is continuing to work on a broad front to assist in the development of a trained work force. This Agency is represented and actively works with groups which have been and are working on the problems of manpower resource development. Numbered among these have been:

The Governor's Technical-Vocational Education Committee

Education and Training Subcommittee of the Industrial Committee of the Phoenix Chamber of Commerce

Arizona Council for Research on Indian Education

Phoenix Business Education Committee

Arizona Council for Vocational Education

Drop-Out Study Committee of the State Department of Public Instruction

Careers for Youth

Phoenix Operation LEAP

Tucson Youth Board

There are many other groups operating at county and community levels with which the Arizona State Employment Service is working cooperatively and actively.

The Agency is continually requested by such groups as the Arizona Development Board, Governor's Industrial Development Committee, industrial development groups of statewide banks and other county level organizations, and local Chambers of Commerce to evaluate the availability of trained manpower, to assist in the research, organization, and planning for more effective vocational education and training, and to keep them informed of the changes occurring in Arizona's labor market.

In response to these requests, the Arizona State Employment Service has produced such studies as the three Manpower Requirements and Training Needs Studies in 1956, Arizona's Manpower Challenge of the 60's in 1959, and Arizona's Occupational Outlook Handbooks (Part I in 1963 and Part II in 1964). To assist local action programs, the Agency, in 1957, developed Arizona's Trained Manpower Future, the Utilization and Implementation of Arizona Manpower Requirements and Training Needs Studies through Local Action Programs.

Close working relationships between the Arizona State Employment Service and local educational institutions have been in effect for many years. The Agency is represented on community advisory committees such as the Vocational-Technical Advisory Committee to Phoenix Union High Schools and Phoenix College, the Committee on Distributive Education in Yuma, and others.

In response to requests from school officials, the Arizona State Employment Service has conducted research in the labor market for purposes of curriculum development. Two examples are the Analysis of Occupations Related to Trades and Industry Courses at the Phoenix Union High School and College System and, from a request by Phoenix College, Occupational Outlook Statement for Electronic Data Processing Occupations in Arizona. Assistance was provided to Arizona Western College, the new junior college in Yuma, on the labor market for purposes of curriculum planning. Arizona State College at Flagstaff looked to the Arizona State Employment Service for information on the electronics and data processing industries in the development of its technical programs in these fields.

The Agency maintains a continuing program of preparing Occupational Guides which provide information on job duties, working conditions, worker traits, training or experience required, location of jobs, opportunities for advancement, and employment outlook for specific occupations. These have been prepared for use by educational authorities in counseling and curriculum planning.

The Arizona State Employment Service has also served the educational agencies of the State's communities in other fields such as assisting an elementary school in developing an occupational information library for vocational guidance programs, answering numerous requests yearly from elementary, high school, and college students who are seeking information for school projects or term papers, and participating in panel discussions.

Dating from 1957, the following is a listing of just a few of the direct and indirect results which have been achieved through the Agency's research, labor area information, and participation with State and local action groups:

1. Industry advisory committees have been appointed by the Phoenix and Tucson Chambers of Commerce and are cooperating with school administrators in developing new curricula from which firms will employ trained graduates.

2. Counselors and vocational instructors of schools have visited industrial plants on a continuing program and have gained first-hand knowledge of vocational objectives for youth.

3. Apprenticeship training and on-the-job training programs have had substantial increases.

4. The first Training Material Center in the United States sponsored by the Bureau of Apprenticeship and Training has been established in Phoenix for use of all firms in the State for in-plant training programs.

5. Student-cooperative programs have increased annually at both the high school and college level. Enrollments in advanced high school mathematics, chemistry, and physics have increased annually, as well as in technical electronics, drafting, nursing, and secretarial fields.

6. Extension and evening courses in basic sciences, mathematics, electronic computer applications, electronics theory, and engineering aides have been added to university and public school programs.

7. Adult education courses have been established, and employers are paying part or all of the tuition for employees to take technical training.

Through Manpower Training

The Area Redevelopment Act of 1961 and the Manpower Development and Training Act of 1962 provided the first major opportunity for the Arizona State Employment Service to work directly and intimately with the problems of the disadvantaged worker. Under these Acts, the Agency in cooperation with the State Department of Vocational Education and the Bureau of Apprenticeship and Training, can assist the hard-core unemployed and the disadvantaged worker to prepare for and obtain employment. At the same time, industry's needs for trained workers are also fulfilled.

There have been 55 training projects in 57 occupations developed and approved in the 27 months since the inception of the MDTA program in Arizona. These projects provided 2,293 training positions of which 1,622

have been put into operation through December 31, 1964. There are 671 training positions in which training has not started. These positions are scheduled for activation within the next few months.

Through December 31, 1964, 792 trainees have successfully completed training, of whom almost 84%, or 660, have entered into full-time employment in a training-related occupation.

The projected annual income of these trainees, based on the wage rate received upon entry into employment, totaled approximately $2.2 million for a mean annual income of almost $3,400 per trainee obtaining training-related employment. To the economy of this State, this dollar volume of income has meant that a group of tax consumers have become tax producers. In terms of economic value, the $2.2 million represents additional payrolls and additional individual income. The multiplier effect on this $2.2 million conservatively results in approximately $8.8 million of additional purchasing power in the State.

To the individual who has been trained and obtained employment, the MDTA program has provided the opportunity to be economically self-sufficient. The projected annual average income per trainee based on the wage rate received at the time of entry into employment has ranged from a low of $2,433 to a high of $5,666. What this income means to the individual in terms of tangible and measureable values cannot be determined. However, based on the comments of the trainees themselves, obtained at the time of follow-up interviews, the intangible and personal values can be related. To some, MDTA training has meant the opportunity to earn a decent wage for the first time and to work year-round; to others it has meant that they can again support their families and provide them with the necessities of life. To some welfare recipients it has meant the chance to be "worth something" and not to be "looked down at."

Through the Vocational Education Act

Under the Vocational Education Act of 1963, the Arizona State Employment Service will assist the State's vocational education program in expanding vocational preparation curricula throughout the high schools and colleges of the State.

Through the Economic Opportunity Act

The Agency's assistance under the Economic Opportunity Act consists of making available, as needed, information on manpower resources and employment -- including special studies, counseling, testing, and screening, selection, and referral for such programs as the Job Corps, VISTA Volunteers, Neighborhood Youth Corps, and Community Action Programs. The first activity currently taking place is in expanded services to youth.

Through Other Community Activities

The Arizona State Employment Service has worked to broaden employment opportunities for the disadvantaged worker and to bring more exposure of these opportunities directly to them. Some examples of these services are through daily jobcasts over radio stations whose listening audiences are primarily composed of minority groups; through itinerant service to the Phoenix Friendly House and the Phoenix Urban League; and through numerous conferences with employers in conjunction with Community Councils, AFL-CIO, Urban League, Phoenix Human Relations Commission, and others, to discuss equal employment opportunities and human relations.

The Employment Service has worked closely with various community groups to encourage and establish preparatory training for the Certificate of High School Equivalency obtained through the General Educational Development Tests. This alone will open many employment opportunities since the Certificate is the equivalent of a high school diploma.

Through Developing New Employment Opportunities

In the area of developing new job opportunities, the Employment Service assists and cooperates in efforts to develop vibrant community economy by participating with local leaderships in Industrial Development and related economic planning.

The Agency acts in support of concerted action taken by community groups to achieve maximum utilization of the community's labor force through development of local resources. As a working partner with the State's Industrial and Economic Development groups in their initial and continuing contacts with personnel of prospective new plants, the Employment Service is generally called upon to furnish information, including labor supply and demand analysis, and prepare manpower resource surveys or engage in special manpower research studies. In many instances, the Agency has been given a large measure of credit for the success in bringing new industries to the State.

FUTURE ATTACKS ON POVERTY - THE CHALLENGE FOR TOMORROW

Much more still needs to be done if the disadvantaged worker is to benefit. Experience has shown that establishment of up-to-date training programs or the development of new job opportunities are not enough.

There needs to be an expansion of remedial education to all pockets of poverty in the State. Too often the disadvantaged have not been able to enter training or successfully progress through training because, for all

intents and purposes, these people are functionally illiterate. In future training programs under MDTA the Arizona State Employment Service plans to expand the inclusion of literacy training as a fundamental part of the vocational training. In this manner it is believed that more of the disadvantaged will be able to participate in MDTA training.

There is a need for extensive and intensive counseling of the impoverished. The socio-psychological problems inherent with poverty too often become an obstacle to employment. Individual dignity must be restored; personal values must be reached; and proper personal motivation must be supplied. Such counseling must approach the individual as a whole person and work with the sum total of all of his problems. Ordinary counseling and ordinary social work will not help. It will take a major, very highly trained and specialized counseling group and many years of intensive and continuous work to solve this problem. The Employment Service, to meet its obligations in this area, is up-grading its counseling program to provide whole person counseling, since it realizes vocational adjustment often requires adjustments in other facets of an individual's life.

There is a need to identify, locate, and assist the "lost battalion." These are the impoverished who have lost all hope of gaining worthwhile employment and are not motivated to be in the labor force. They do not come to the Employment Service or any other agency to seek assistance. Not only must they be identified, since little is known about them, but ways must be developed to help them rehabilitate themselves.

And finally, the Arizona State Employment Service sees a need for full partnership among the public and private groups at State, county, and local levels in solving the poverty problem. There is often a tendency for a group to work unilaterally -- sometimes duplicating existing efforts -- sometimes neglecting available resources. This tends to weaken when a combined effort can strengthen. Whatever successes the Arizona State Employment Service has been able to achieve, it believes that it has achieved these successes because it has worked as part of the community team to resolve community problems.

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